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NAVAL POSTGRADUATE SCHOOL

MONTEREY, CALIFORNIA

THESIS

**ANALYSIS OF THE UNITED STATES NAVY FOREIGN
AREA OFFICER PROGRAM**

by

Jesse T. Grano

March 2013

Thesis Co-Advisors:

Deidre McLay
Benjamin Roberts

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**ANALYSIS OF THE UNITED STATES NAVY FOREIGN AREA OFFICER
PROGRAM**

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Lieutenant, United States Navy
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Submitted in partial fulfillment of the
requirements for the degree of

MASTER OF SCIENCE IN MANAGEMENT

from the

**NAVAL POSTGRADUATE SCHOOL
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ABSTRACT

The United States Navy Foreign Area Officer (FAO) program has been in the developmental stage since its inception in 2006, and should be examined to find ways to improve it and create efficiency in the four areas of utilization, training, promotion, and accessions. Many senior officers and government executives can provide valuable insight on areas for improvement and growth. This thesis was designed to collect those lessons learned and consolidate them to see where common threads may apply. Gathering this knowledge at the corporate, operational, and strategic level will lead to increased capabilities and efficiencies in the FAO program.

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LIST OF ACRONYMS AND ABBREVIATIONS

ACS	Advanced Civilian Schooling
ACSC	Air Command and Staff College
ADP	Air Force Development Plan
AFRICOM	Africa Command
AHRC	Army Human Resources Command
AMOS	Alternate Military Occupation
AOC	Area of Concern
AOWC	Advanced Operations and Warfighting Course
ASCC	Army Service Component Command
CAPT	Captain
CAT IV	Category 4
CDR	Commander
CENTCOM	Central Command
CIA	Central Intelligence Agency
CNA	Center for Naval Analysis
CNO	Chief of Naval Operations
CNP	Chief of Navy Personnel
COCOM	Combatant Command
CONUS	Continental United States
DAO	Defense Attaché Office
DEA	Drug Enforcement Agency
DLAB	Defense Language Aptitude Battery
DLI	Defense Language Institute
DLIFLC	Defense Language Institute Foreign Language Center
DLPT	Defense Language Proficiency Test
DOA	Department of Army
DoD	Department of Defense
DODD	Department of Defense Directive

DODI	Department of Defense Instruction
DOS	Department of State
DT	Development Team
EDO	Engineering Duty Officer
ENS	Ensign
EUCOM	Europe Command
FA	Functional Area
FAO	Foreign Area Officer
FAOOC	FAO Orientation Course
FITREP	Fitness Report
FLPP	Foreign Language Proficiency Pay
FSU	Former Soviet Union
FY	Fiscal Year
I/SDE	International Senior Development Education
IAOP	International Affairs Officer Program
IAS	International Affairs Specialist
ICT	In-country training
IDE	Intermediate Developmental Education
ILE	Intermediate-Level Education
INV	Inventory
JFAOOC	Joint Foreign Area Officer Orientation Course
JPME	Joint Professional Military Education
LCDR	Lieutenant Commander
LASI	Language and Area Studies Immersion
LREC	Language Skills, Regional Expertise, and Cultural Awareness
LT	Lieutenant
LTJG	Lieutenant Junior Grade
MAJCOM	Major Command
MCO	Marine Corps Order
MiTT	Military Transition Team

MOS	Military Occupational Specialty
MSR	Military Service Requirement
NAVPERS	Navy Personnel
NOB	Non Observed
NORTHCOM	Northern Command
NPC	Navy Personnel Command
NPME	Navy Professional Military Education
NPS	Naval Postgraduate School
NSA	National Security Affairs Department
OASD	Office of the Assistant Secretary of Defense
OPA	Officer Program Authourization
OPNAV	Chief of Naval Operations
OPNAVINST	Chief of Naval Operation Instruction
OSD	Office of the Secretary of Defense
PACOM	Pacific Command
PAS	Political Affairs Specialist
PEP	Personnel Exchange Program
PMOS	Primary Military Occupational Specialty
POL-MIL	Political-military
PRC	Peoples Republic of China
PRT	Provincial Reconstruction Team
PYG	Promotional year group
RAO	Regional Affairs Officer
RAS	Regional Affairs Specialist
RL	Restricted line
ROI	Return on Investment
ROPA	Required Officer Program Authorization
SAF	Secretary of the Air Force
SAO	Security Assistance officer
SAO	Security Assistance Office

SCO	Security Cooperation Offices
SLA	Senior Language Authority
SOUTHCOM	Southern Command
SWA	Southwest Asia
SWO	Surface Warfare Officer
TRADOC	Training and Doctrine Command
TS/SCI	Top Secret/Sensitive Compartmented Information
UN	United Nations
URL	Unrestricted line
USA	United States Army
USAF	United States Air Force
USAFRICOM	United States Africa Command
USMA	United States Military Academy
USMC	United States Marine Corps
USN	United States Navy
USSR	Union of Soviet Socialist Republics
WHINSEC	Western Hemisphere Institute for Security Cooperation
XO	Executive Officer
YCS	Years of Commissioned Service

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I. INTRODUCTION

A. BACKGROUND

In 2005, a Deputy Secretary of Defense's directive (see Appendix A) called for all Department of Defense (DoD) military services to establish cadres of officers to become a community of foreign area experts. These Foreign Area Officers (FAOs) would have a region-specific graduate degree and demonstrate language proficiency. The directive states that FAOs shall be

commissioned officers with a broad range of military skills and experiences; have knowledge of political-military affairs; have familiarity with the political, cultural, sociological, economic, and geographic factors of the countries and regions in which they are stationed; and have professional proficiency in one or more of the dominant languages in their regions of expertise. (Department of Defense [DoD], 2005, p. 2)

In May 2006, in response to the DoD directive, the Chief of Naval Operations (CNO) issued an instruction (see Appendix B) to produce a cadre of officers with the skills required to manage and analyze politico-military activities overseas, specific to the United States Navy (USN). These specialists would serve on Fleet staffs, as defense and naval attaches, security assistance officers (SAOs), foreign war college students, and Personnel Exchange Program (PEP) officers (CNO, 2006).

The Navy's policy states that line and staff officers with at least eight years of commissioned service are eligible. The applicant must take the Defense Language Aptitude Battery (DLAB), which tests an individual's ability to learn a language, and attain a minimum score of 95. Potential FAOs must also be suitable for overseas assignments and able to obtain a Top Secret/Sensitive Compartmented Information (TS/SCI) security clearance.

Officers were to be selected semiannually, based on language proficiency or aptitude, education, performance, and experience. This corps of officers would be selected from a parent community in a lateral transfer or redesignation board. The minimum years of commissioned service requirement will give the officer sufficient knowledge and experience in their respective warfare areas. This minimum time

requirement allows the potential FAO to gain operational experience as well as grow into a seasoned junior officer.

By February 2007, the Navy, with help from the Center for Naval Analysis (CNA), identified 268 unrestricted line (URL) billets that would be suitable for conversion to the new restricted line (RL) community of FAO. This approach established the definition of FAO and FAO positions, collected data to identify the community demands, and then analyzed these demands against the assessment criteria set by the DoD's directives. (Lawlor & Roth, 2007). Those selected for the FAO community would receive a fully funded graduate education focused on a specific region of study. Upon completion of those graduate studies, the officer would then be assigned to the Defense Language Institute (DLI) for six to fifteen months, for language training based on their language. This training would be followed by in-country immersion, with the goal of obtaining foreign language skills at the professional level 3/3/3 in accordance with Department of Defense Instruction (DODI) 1315.17. This process was the initial shaping of the community that exists as of 2012. The preceding training structure is known as the initial career path for promotional year groups (PYG) 2012 and senior. The revised career path, or the "Interim Career Path" as per the 2012 FAO community brief (see Appendix C), is designed for PYGs 2013–2018. The Interim Career Path differs from the initial one due to the duration of the FAO training module, as well as longer tours in FAO billets. They will now be more consecutive. The community plans another adjustment to the career path for future FAOs in PYG 19 and junior.

As of December 2012, the FAO community plans to reach an end-strength of 300 officers by 2015. As per the DoD's *Sustaining Global Leadership: Priorities for 21st Century Defense*, the present objectives may shape the climate of the community, as they will have global presence emphasizing the Asia-Pacific and the Middle East, while still ensuring our ability to maintain our defense commitments to Europe, and strengthening alliances and partnerships across all regions (DoD, 2012).

B. PURPOSE

The purpose of this study is to examine the FAO community in the areas of accession, training, and utilization and promotion. This study will look at where potential

improvements can be made within these areas, based on key stakeholder perspectives and surveys. Still in its relative infancy, the community has only grown to approximately 285 officers. After six years of the Navy's FAO existence, these senior officers (O-5 and above) and political-military executives have identified gaps within the community, as well as lessons learned.

By gathering expert testimony, and analyzing common threads and trends, recommendations can be made and organized. This gathered knowledge will be used to fortify the Navy's corps of foreign specialists. The findings of this thesis will be important to formulating the necessary changes in current and future FAO accession, training pipelines, utilization, and promotion.

C. THESIS ORGANIZATION

This thesis is organized into five chapters. Chapter II provides an extensive literature review that focuses on the current status of FAOs in the United States Navy, as well as their structure and status in comparison with the United States Army, Air Force, and Marine Corps. Additionally, this section provides support for the importance of this designation and focuses on the positive effect FAOs have on the armed services. Chapter III, Methodology, provides a detailed description of how this thesis was conducted. This section includes a description of the interviews and qualitative data analysis. Chapter IV provides research results, and will discuss senior officer and executive-level analysis, as well as active duty FAO survey results. Chapter V will offer recommendations on community improvement, as well as suggestions for future areas of research.

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II. LITERATURE REVIEW

The following literature review will provide information about all DoD FAO programs. This is intended to show differences and similarities between the Navy FAO program and those of the other services.

A. THE UNITED STATES ARMY FOREIGN AREA OFFICER (FAO) PROGRAM

According to Department of the Army Pamphlet 600-3, *Commissioned Officer Professional Development and Career Management*, U.S. Army FAOs advise senior military and civilian leaders as political-military officers. They are often the sole Army and/or DoD liaison in host countries, engaging in relationships with foreign military leaders and government officials (Department of the Army [DOA], 2010).

1. Accessions

The Army bases its selection criteria on seven elements that are mostly similar to the Navy criteria. However, the first differs from the Navy in that applicants need only seven years of commissioned service (YCS) vice eight to apply. This requirement also declares that the officer selected must complete a successful company-grade leader development course, have obtain basic branch experience, and not have greater than 17 YCS.

The minimum aptitude for learning foreign languages must be an acceptable DLAB score of 95 or better. More difficult Category IV (CAT IV) languages, however, require a score of 110 or better, with the highest possible score being 176. Those applicants already possessing language skills must attain a minimum of 2/2 on the Defense Language Proficiency Test (DLPT) in order to be designated as a FAO without formal language training (DOA, 2010).

2. Training

The Army divides its FAO qualification and training into three phases: institutional training, operational assignments, and self-development. The Army FAO

career begins with a five-tiered training course. The first tier begins with the FAO Orientation Course (FAOOC). Institutional Language training follows the FAOOC course, and is immediately supplemented by in-country training (ICT). Army FAOs receive continuous training via Advanced Civilian Schooling (ACS) such as the John F. Kennedy School of Government and Intermediate-Level Education (ILE) that focuses on common core Army warfighting. Officers that do not adequately complete one of these training elements will be returned to their basic branch or redesignated to another specialty.

The FAOOC is a mandatory one-week program, usually administered at the Defense Language Institute Foreign Language Center (DLIFLC). Lessons discussed include family issues, FAO responsibilities, development, joint military environment, FAO life cycle, and an introduction to their respective regions of expertise. FAOs gain access to personal training plans, community managers, and other FAOs of different regional knowledge.

Basic language training for FAOs is provided in at least one of the predominant languages in their respective regions. The Army FAO community manager called the FAO Proponent will designate the follow-on, ICT, based on the capacity of the officer and the current needs of the Army. Language training is conducted at the DLIFLC or DLI Washington and can range from 26 weeks to 63 weeks, depending on the difficulty of the language. It is a requirement for the officer to achieve minimum language proficiency by the end of the entry level of the program to continue in the targeted language ICT course (DOA, 2010).

The ICT is designed for immersion of language and culture. This is usually executed by the officer attending a host nation professional military education course, or assignment to a host nation unit. Officers who attend foreign professional military schools are recognized for completing an Army Security Cooperation mission, a career milestone, and develop long-lasting professional relationships. FAOs are expected to familiarize themselves with, engage in, and research host-nation politics, geography, and social and economic conditions of their assigned region (DOA, 2010).

ACS is an opportunity available for FAOs with proven potential for sustained service. The officer will attend an approved university in an approved curriculum denoted as such by the FAO Proponent. Application to civilian graduate school must, at minimum, include one tax-supported school, which is generally low cost (<\$13,000 Fiscal Year [FY] 2008). FAOs that already have a graduate degree in a relevant area may apply for constructive credit from the FAO Proponent Office and will not be allowed to attend further schooling at the Army's expense (DOA, 2010).

ILE includes a 10-month Advanced Operations and Warfighting Course (AOWC) or the Western Hemisphere Institute for Security Cooperation (WHINSEC) especially for Latin America FAOs. The ILE will be completed after language training, ICT, and ACS. These courses are designed to reacclimatize the officer to Army operations after FAO training is complete, in preparation for potential assignment to an Army Service Component Command, Corps Headquarters, or the Army Staff at the Pentagon (DOA, 2010).

3. Utilization

The following information about the utilization of Army FAOs is taken from the Department of the Army's Pamphlet 600-3, *Commissioned Officer Professional Development and Career Management*, Chapter 28:

FAO majors and lieutenant colonels focus mainly on their technical competencies through breadth and depth of FAO assignments. These skills are refined as the officer moves into the senior leader level at the rank of colonel. Sequencing of the type and location of assignments is not critical. The FAOs should avoid 'homesteading,' and alternate between overseas and continental United States (CONUS) tours as much as possible. Confining oneself to any one type of work or in any one location typically reduces an officer's utility as a FAO. Therefore, FAOs should ideally complete at least one assignment from three of the following five categories before promotion to colonel:

(1) Overseas U.S. country team. Assignments include Defense attaché, Army attaché, assistant Army attaché, and security cooperation positions in a Security Assistance Office, Office of Defense Cooperation, or military group.

(2) Army operational. Assignments include positions at the ASCC, Corps HQs, and Army Staff.

(3) Political-Military. Assignments include Office of the Secretary of Defense (OSD) Staff, Joint Staff, National Security Council, Department of State, Defense Threat Reduction Agency, Defense Intelligence Agency, and combatant

commands.

(4) Broadening. Generalist positions outside of functional area (FA) 48 may be available as a means of broadening and developing multifunctional FA 48 officers with operational relevance. Broadening assignments develop a wider range of knowledge and skills, augment understanding of the full spectrum of Army missions, promote practical application of leadership skills and permit FAOs to gain relevancy in areas outside of their Area of Concern (AOC). Broadening assignments may include Military Transition Teams (MiTTs) and Provincial Reconstruction Teams (PRTs).

(5) Institutional. Assignments include AHRC, Defense Language Institute, United States Military Academy (USMA), Training and Doctrine Command (TRADOC), Fort Leavenworth, Carlisle Barracks, and the WHINSEC (DOA, 2010, pp. 259–260).

B. THE UNITED STATES AIR FORCE INTERNATIONAL AFFAIRS SPECIALIST PROGRAM

The following information is taken from Air Force Instruction 16–109, *International Affairs Specialist (IAS) Program*, which has reconfigured the Air Force FAO community into a new program divided into two parts. This program complies with the requirements of Department of Defense Instruction 1315.20, but divides the previous FAO career into two separate occupations known as Political Affairs Specialists (PASs) and Regional Affairs Specialists (RASs).

1. ACCESSIONS

Under the IAS program, the Air Force Development Teams (DTs) will be established to filter and select officers for the IAS career path, usually around the midcareer level between 7 and 12 years of service. This timeline allows the IAS officer to become fully qualified in a primary Air Force specialty, allowing the IAS officer to gain sufficient operational knowledge. This experience and knowledge gained prepares them to become a legitimate advocate of the Air Force. Those officers wishing to join the IAS community indicate such on their Air Force Development Plan (ADP).

PAS officers are typically selected with 10–12 YCS, in concurrence with Intermediate Developmental Education (IDE). RAS officers who are selected are relatively junior compared to PASs, with between 7 and 10 YCS. This allows more time for language training, which is the fundamental difference between the two IAS careers.

RAS officers must meet minimum DLAB requirements to apply as well as maintain a minimum DLPT proficiency of 2/2. The applicant must also be deployable and agree to volunteer for worldwide assignment.

2. TRAINING

Selectees for the IAS program will receive formal graduate education and training. PAS programs may include the Naval Postgraduate School (NPS), foreign IDE programs (English-speaking), and Air Command and Staff College (ACSC). PAS trainees will also complete a political-military (POL-MIL) IDE program prior to qualification.

RAS officers complete a more lengthy and rigorous training and education program, starting with region-specific graduate education. The officer will then become proficient in a language within their academic expertise via DLI. This training will be supplemented by a minimum of six months of ICT within said region. Those who do not already hold a region-specific graduate degree will complete an advanced academic degree through NPS, Olmstead scholarship, or International Senior Development Education (I/SDE) (Secretary of the Air Force [SAF], 2010).

At NPS, the student will attend the Department of National Security Affairs (NSA), focusing on international policy and relations. Olmstead Scholars, who are nominated by the Air Force and selected by the Olmstead board of directors, will receive an advanced education at a foreign university. By sending RAS officers to I/SDE programs, the Air Force enhances the knowledge, culture, and foreign language proficiency of the student, as well as enabling them to create professional foreign contacts within the region.

To maintain language proficiency, the Air Force administers enhancement programs via the Language and Area Studies Immersion (LASI) program, online language training, and/or individual tutoring programs. These programs vary in length from the one-month LASI training to the 12-month online language program.

Along with continuing language proficiency, RAS officers maintain current regional knowledge through the Regional Studies Enhancement Program. This program allows officers to stay current on POL-MIL, economic, and social-cultural issues in their

respective areas. This training may be conducted through the Foreign Service Institute, Regional Security Studies Centers, or the Air Force Special Operations School (SAF, 2010).

3. UTILIZATION

Opportunities for PAS officers may be determined by their core career field, but it also depends on availability. Most, however, will serve in an international POL-MIL affairs assignment after IDE.

RAS officers have a unique career progression, based on a dual career path. These officers will alternate between their primary specialty and RAS assignments. When possible, an RAS officer's primary specialty will complement their regional area of expertise.

Lieutenant Colonel Thad Hunkins, an Air Force RAS Colonel, describes the utilization of Air Force PASs and RASs:

The PAS track is designed for a 'one-time' assignment after receiving in residence developmental education whereas the RAS has a more broad and enduring set of skills most closely identified with the traditional Army FAO. After they've received the requisite education and training, RAS personnel will alternate between RAS-coded assignments and their core specialty. There are over 320 RAS positions in the USAF, 80% of which are overseas and 75% that are considered 'joint' duty. Majors and Lt Cols can expect to hold assignments at U.S. embassies as Assistant Attache Officers and Security Assistance Officers. Additionally, they may serve on any Air Force Major Command Pol-Mil staff, as an Intel analyst, or as desk officers covering their specific area of expertise. As Colonels, the vast majority will become Defense Intelligence Agency assets primarily executing either Air or Defense Attache duties at U.S. embassies. Additionally, they can serve as Security Assistance Office chiefs, Office of the Secretary of Defense staff officers, Joint Force Air Component Commander advisors, or generically as Political Advisors to MAJCOM and COCOM commanders. (2009, p. 8)

C. THE UNITED STATES MARINE CORPS INTERNATIONAL AFFAIRS OFFICER PROGRAM

Similar to the Air Force, the Marine Corps FAO program was re-shaped into an International Affairs Officer Program (IAOP). The previous FAO Military Occupational Specialty (MOS) was divided into two subcategories known as the FAO and the Regional

Affairs Officer (RAO). Marine Corps Order 1520.11E specifies the training and eligibility for RAOs and FAOs, and has not been updated since December 2000. The RAO is basically a FAO without language skills. The purpose of the RAO track is to “augment the FAO program by increasing the pool of Marine Corps linguists and regional specialists at lower fiscal and personal costs” (DON, 2000, p. 10).

These officers will generally follow the dual-track assignment design. Similar to the Air Force design, the IAO will alternate between their Primary MOS (PMOS) and Alternate MOS (AMOS).

1. ACCESSIONS

Under the IAOP, there is a distinction between FAO and RAO eligibility. The main difference between the two is that the FAO will be required to speak a foreign language. Accession is also divided into an “experience track” or “study track.” These two training tracks look at what the officer already possesses in terms of education and experience.

For the FAO, the experience track allows the officer to utilize the tools already gained via degree completion, significant regional experience, final security clearances held, and demonstrated language capability. This allows the experienced officer to omit attending some or most of the training requirements.

As for the experienced RAO, he or she must already have a graduate degree in international relations or a region-specific political science concentration. The rank eligibility for the two experienced tracks is from second lieutenant to general officer, giving a broad range for potential billet fills.

The study track is obviously more time consuming and costly. The grade eligibility for this program is more junior for FAOs (first lieutenant through major), than RAOs (major through colonel).

Enclosure (1) of the Marine Corps Order [MCO] 1520.11E declares:

Those who are designated as FAOs constitute a nucleus of Marine Corps regional, cultural, and linguistic specialists. They will be assigned an additional MOS of 994x, Foreign Area Officer (by region/language), as follows:

(1) 9940 - Basic FAO, FAO-in-training, or FAO without current DLPT (w/in 5 years) **

- (2) 9941 - Latin America: Spanish/Portuguese/Haitian Creole
- (3) 9942 - Former Soviet Union (FSU): Russian/Belorussian/Ukrainian/Latvian Georgian
- (4) 9943 - People's Republic of China (PRC): Chinese (Mandarin, Cantonese, etc.)
- (5) 9944 - Middle East/North Africa: Arabic/Hebrew
- (6) 9945 - Sub-Saharan Africa: Swahili/French/Portuguese
- (7) 9946 - Southwest Asia: Farsi/Afghan/Pushtu/Urdu/Hindi/Bengali
- (8) 9947 - Western Europe: Spanish/French/German/Greek/ Turkish
- (9) 9948 - East Asia (excluding PRC): Japanese/ Korean/Thai/Vietnamese/ Khemer/Lao/Malay/Tagalog/Indonesian
- (10) 9949 - Eastern Europe (excluding FSU): Czech/Polish/Bulgarian/Magyar/Romanian/ Serbo-Croatian
- * Other appropriate languages may apply to each region.
- ** In order to rate Foreign Language Proficiency Pay (FLPP), a FAO must retest annually on the DLPT; after 5 years without retesting on the appropriate DLPT, a FAO's regional AMOS will be downgraded to 9940 (DON, 2000, p. 13).

As the Marine Corps RAO is dual track, the officer will essentially have two occupations. Enclosure (2) of the MCO 1520.11E explains how the officer is granted an additional MOS that identifies their area of expertise:

The RAO geographical divisions of specialization correspond exactly to those of the FAO program. Regional Affairs Officers will be assigned an additional MOS of 982x (by region) as follows:

- (1) 9821 - Latin America
 - (2) 9822 - Former Soviet Union (FSU)
 - (3) 9823 - People's Republic of China
 - (4) 9824 - Middle East/North Africa
 - (5) 9825 - Sub-Saharan Africa
 - (6) 9826 - Southwest Asia (SWA)
 - (7) 9827 - Western Europe
 - (8) 9828 - East Asia (excluding PRC)
 - (9) 9829 - Eastern Europe (excluding the former USSR)
- (DON, 2000, p. 10)

2. TRAINING

During the Marine Corps FAO study track, training is divided into three main regions: the Middle East, Eastern Europe, and Asia. These general areas include a large portion of surrounding countries as well as the languages spoken within these regions. Academic training begins at NPS and is followed by up to 63 weeks of language training at DLIFLC. Phase II of language training allows the officer one year in country, studying at a specific learning center such as the Foreign Service Institute in Japan, or the George

C. Marshall European Center for Strategic Studies in Germany. These assignments often allow the FAO's spouse educational opportunities as well, for easier family transition.

The FAO and RAO study track qualifications are essentially the same with the exception of the FAO studying a foreign language. If an RAO serves within a Defense Attaché Office (DAO) or Security Assistance Office (SAO), the supported agency will provide language training and the RAO will ultimately receive the FAO AMOS.

The RAO study track trains the officer in a specific region through the NSA program at NPS. This curriculum involves an 18-month program and requires the completion of a thesis. Since the RAO track does not involve language training, ICT is not required. The RAO training path is comparatively faster than the typical FAO three-year course.

3. UTILIZATION

There are approximately 236 POL-MIL billets to which an IAO can be assigned. Of course, many factors are involved in the officer's placement, including the status of their primary MOS, their region specialty, their rank, and vacancies. Those officers who have received funded graduate education will serve one validated IAO billet as soon as possible after completion of their graduate education, or in the FAO track, after completion of the ICT.

IAO utilization tours will be separated by a minimum of three years, whenever possible, to allow the officer to stay competitive for promotion in their primary MOS where they are promotable. In the experience track, no DoD funding is expended for training; therefore, the experience-track IAO will not incur a direct service obligation or "pay-back" tour. These officers are encouraged to apply for billets that involve their linguistic or regional expertise (DON, 2000).

Immediately upon qualification, billets for IAOs will generally be assigned to staff or operational tours depending on the specific region, as well as attaché assignments through the DAO. Those who attended the study-track will incur a five-year obligation for FAO and a three-year obligation for RAO.

D. A COMPARISON OF THE UNITED STATES NAVY FOREIGN AREA OFFICER (FAO) PROGRAM TO ALL MILITARY SERVICES

The DoD prepares an annual report of all military services for FAO programs. It provides an FY summary of data and component reviews. The report is sent to all military services headquarters, Joint Staff, and all directors of the defense agencies. The report takes displays the status of all military services' FAO community. The purpose of presenting these results is to compare how the Navy stacks up to the other military services.

1. Hitting the Target

At the end of FY11, all DoD services combined totaled over 2,000 designated FAOs. While the community is increasing as a whole, the billet fill rate has not reached the desired 95%. Much of the demand and billet increase has been from Combatant Commands (COCOMs). These commanders depend on security cooperation and regional expertise that FAOs provide, and show concern that vacancies in the area specialist billets have increased for three consecutive years. OASD stated, "This forces the commands to place unqualified officers into essential overseas billets heavily degrading the implementation of U.S. policy" (OASD, 2012, p. 2).

The CNO has directed a goal of 400 fully qualified FAOs by FY15. At the start of the USN FAO program, the initial CNA study found that there were 286 billets in the Navy that could be converted to FAOs. This number differed from the Chief of Naval Operations (OPNAV) structure that found 268 billets (Lawlor & Roth, 2007). By the end of FY11, 268 of these billets had been converted and designated as requiring a FAO fill.

Even though the USN FAO community is the newest among the military services, it does not have plans to increase accessions for the next five years. Other military services may have a greater need for FAOs. However, the current end strength of the USN and USAF are comparatively the same, yet the Navy has the fewest current yearly accession projections. Table 1 displays a comparison of DoD-projected FAO accessions through FY17.

Service	FY12	FY13	FY14	FY15	FY16	FY17	TOTAL
U.S. Army	79	79	79	79	79	87	482
U.S. Navy	35	37	34	26	14	14	160
U.S. Air Force	63	63	63	63	63	63	378
U.S. Marine Corps	40	40	40	40	40	40	240
Total	210	212	209	201	189	245	1,260

Table 1. FAO Projected Accessions (From OASD, 2012).

Additionally, the Navy has been receiving an efficient number of applications per accession. Only the Army is more efficient as this process, as both the Army and Navy have been seeing a steady decline in applications (see Figure 1). The outlier exists for the Marine Corps in FY 11 due to the Commandant's policy to screen all eligible officers for graduate education and special programs. This screening process included the FAO program as one of the eight that was newly automatically eligible (OASD, 2012).

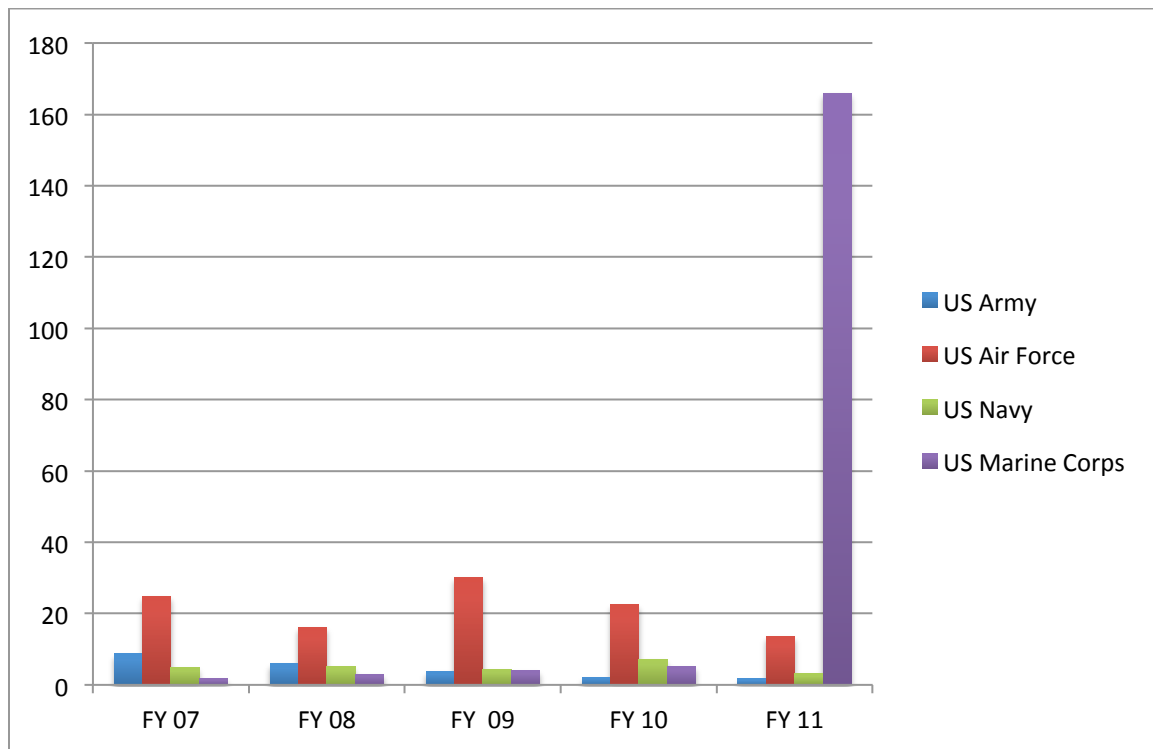


Figure 1. Applicant Rate (Applications per Billet) by Service by Fiscal Year (From OASD, 2012)

2. Training Quality Officers

The percentage of FAO training completion throughout the services measures DoD's ability to process the required number of FAOs through the training pipeline. Language training at DLI can be extremely difficult and is the primary reason for attrition. In general, the language training goal for FAOs is to score a minimum of 2/2 in listening and reading on the DLPT. With the exception of the Army, all services hit nearly 100% in FY 11, indicating that the boards are selecting the most qualified and motivated officers (OASD, 2012).

One of the main reasons these selectees must be of high quality is due to the high training costs associated with the designation. As mentioned throughout the literature review, the FAO initial training pipeline can last up to three years. The Navy has not "bought in" to the system, compared to the other services. The Army, Air Force, and Marine Corps all invest more than twice as many dollars per person as much in their officers than does the Navy in terms of training (see Table 2). It must be noted that discrepancies exist with language training calculations for the USN and USMC due to the executive agent (Army) program and sunk costs (OASD, 2012). A major factor in this comparison for the Navy, however, is in-country training. Although stated to be \$15,800, the OASD FY 11 FAO report claims that the program is virtually nonexistent at this time due to the fiscal environment. The following table is a breakdown of dollars invested per FAO in each military service.

Description (per FAO)	U.S. Army	U.S. Air Force	U.S. Navy	U.S. Marine Corps
Language Training Costs	\$131.0K	\$132.3K	\$43.2K	\$56.4K
In-Country Training Costs	\$103.2K	\$48.0K	\$15.8K	\$99.0K
Graduate Education Costs	\$25.2K	\$16.0K	\$21.0K	\$13.0K

Table 2. FAO Individual Training Costs (From OASD, 2012).

3. Filling Billets with Value

The DoD goal of filling 95% of FAO-coded billets with qualified officers has not been achieved. Although improving, the Navy still has not completely identified all POL-MIL or regional billets that should be entitled to the FAO-coded designation (1710).

A large demand for these billets has been coming from the COCOMs where security cooperation, peaceful communication, and regional knowledge will contribute to the geographical combatant command's effectiveness. For example, United States Africa Command (USAFRICOM) will add 20 FAO billets to meet the increased need in Security Cooperation Offices (SCOs). It should be noted that the billet increase is not broken out by service. However, fill rates for these positions have decreased for the past three years and that has forced the commands to place unqualified officers into essential positions (OASD, 2012).

The Navy has made significant improvement in filling FAO specific billets over the past few years (see Figure 2), staying consistent with the Army and Marine Corps at around the 80% mark. A major reason for the notable increase is due to a reduction in the number of FAOs in non-FAO-coded billets. The Air Force seems to have a greater difficulty with this issue due to the dual-track program, and their policy on filling billets with the “best-fit officer.”

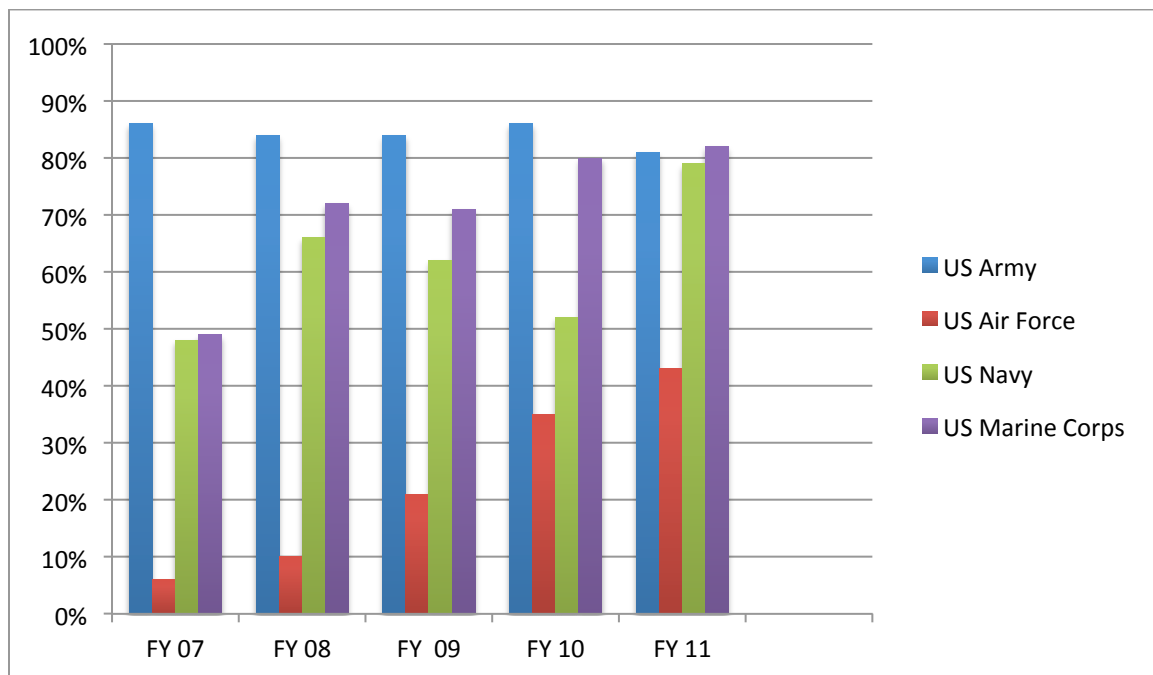


Figure 2. Utilization Fill Rate (From OASD, 2012).

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III. METHODOLOGY

A. INTRODUCTION

This chapter describes how the qualitative data was collected and analyzed in order to answer the research questions and objectives. It will discuss the process of question formulation, interviewee recruitment, organization, and analysis of results to make conclusions and recommendations.

Research interest was triggered by the CNO's 2008 report titled *U.S. Navy Language Skills, Regional Expertise, and Cultural Awareness (LREC)*, and the author wanted to investigate an area that was relatively new to the Navy and discover where changes can be made. This community relies on nontechnical expertise and is an area where the Navy is relatively inexperienced.

As mentioned in Chapter I, the Deputy Secretary of Defense issued a directive in 2005 for all military services to establish programs to designate FAOs. The vision to improve the Navy's global knowledge and awareness was also mentioned in the *Navy Strategic Plan* of 2007:

Trust and cooperation cannot be surged. Expanded cooperative relationships will contribute to the security and stability of the maritime domain for the benefit of all A key to fostering such relationships is development of sufficient cultural, historical and linguistic expertise among our sailors . . . to nurture effective interaction with diverse international partners. (CNO, 2008, p. 6)

Since the inception of the Navy FAO program in 2006, there has been little published on the lessons learned and potential improvements within the community. This could be attributed to the community's young stage of development. Gathering this information, however, will help to improve the Navy's FAO program, while aiding the *Navy Strategic Plan*. The LREC Strategy outlines the following nine objectives that pertain to the importance of the FAO program:

1. Align and consolidate the organization, policies and processes associated with LREC under the management of the Navy's Senior Language Authority (SLA) (CNO N13) to efficiently program, coordinate, and deliver the capability.
2. Ascertain the scope, depth and breadth of LREC capability and

- capacity within the total force and implement processes to monitor readiness, measure proficiency, and align to Fleet requirements.
3. Accurately define the Navy's LREC requirements and articulate specific competencies (i.e., translator, interpreter, Foreign Area Officer), degrees of expertise, and capacities needed by the force.
 4. Identify LREC capability and capacity shortfalls in the force and develop a plan to fill the gaps, either by building capability or realigning existing capacity.
 5. Expand cultural awareness in the force by integrating regional content and, as appropriate, language familiarization in Navy Professional Military Education (NPME), pre-/mid-deployment training, and port visit orientation.
 6. Maximize the contributions of language professionals and language-enabled Sailors through increased training opportunities and appropriate incentives.
 7. Build capability and capacity by implementing language-related accession and heritage-community recruiting goals, increasing undergraduate LREC study where appropriate, and directly training selected post-accession officers as appropriate.
 8. Fully implement Navy's FAO Program and optimize the Personnel Exchange Program (PEP) consistent with the expanding relationships with emerging partners.
 9. Coordinate these objectives with the Defense Language Office, the Joint Staff, other Services, DoD Agencies, and the Combatant Commanders, as appropriate, to avoid duplication of effort and promote joint and combined operations. (CNO, 2008, p. 8–9)

B. THE EXPERT SELECTION PROCESS

The objective of the research interview process was to consult military- and executive civilian-level positions that have experience and interaction as and/or with FAOs. The initial points of contact for these individuals started at NPS's School of International Graduate Studies, and then reached out to personnel from Japan to Italy. Subjects were also recruited from the Joint Foreign Area Officer Orientation Course (JFAOOC), held twice annually at DLIFLC. This completed the first round of interviews and subsequently led to a second round of interviews via referrals. The officers interviewed were the rank of Commander or Captain. The executive level civilians that were interviewed worked in the Department of State (DOS) or the United Nations (UN) and had experience with the FAO community. There were a total of 13 subjects interviewed for this thesis.

C. THE INTERVIEW QUESTIONS

After completion of the literature review as well as advisor discussions, questions were created that would induce detailed discussions. All subjects were questioned in the most uniform way possible to allow for consistency. The subjects, however, often elaborated on the areas that they felt were most important. Questions were tailored for nonmilitary personnel with FAO experience such as those that worked at the UN and DOS. Initial interview questions can be found in Appendix D.

D. THE ANALYSIS

The goal of the qualitative data collection was to recognize common threads of information from their professional experience and to identify lessons learned. The information threads were then organized and used to create recommendations. There is reasonable cause to believe that from 2006 to the present, the Navy FAO program has grown and that valuable conclusions can be made from those who built the community. Therefore, the results and commonalities from this investigation are substantial. These common factors were organized into the categories of accession, training, utilization, and promotion. The strongest held opinions within each category are those where the interviewee elaborated, and they will be discussed in depth in Chapters IV and V. The interview results indeed provided many suggestions for further analytical study, especially in the areas of training and promotion.

E. SUMMARY

Chapters I and II provided background on DoD's FAO programs, used as a tool to help shape the newest defense FAO community—the Navy's—and compare it to those in the other armed services. These two chapters established the foundation for the research, ultimately leading to subject selection, interview questions, and the analysis described in Chapter III. The results, analysis, and recommendations will be presented in chapters IV and V.

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IV. RESULTS

“Success in achieving our nation’s Maritime Strategy depends in a large part on the ability to communicate with and comprehend potential adversaries, enduring allies, and emerging partner nations” (CNO, 2008, p. 1).

A. INTRODUCTION

Throughout the research and interviews conducted it became evident that the Navy is behind the power curve in cultivating a force structure that does not involve the typical technical expert whom may work on a radar console or a gas turbine engine. The success of the FAO program will depend on leadership to make changes in the current Navy’s non-technical program business rules. As a consumer of FAOs in the international context, Interviewee U is a former naval officer that currently works for the UN office in the DOS and explains:

I am doubtful that the Navy can really pull off a FAO program. I am going to come right out and say that because we are such a technical service. We are a technical service and if you are a line officer, your place is at sea. Navy has run like that for 200 years and it will run like that for the next 200 years. (Interviewee U)

The purpose of this thesis was to gain the expert knowledge of those stakeholders who have had significant experience with the FAO community. The literature review was written as a result of the initial interviews. These initial results collectively suggested that the Navy needs to examine their sister DoD services before it can question its own.

The Navy began as a surface warfare-dominant culture that eventually evolved into advanced aviation and submarine technology. The shift in focus from these core competencies to other areas of strategic importance has been slow, but, the subjects who were interviewed for this thesis clearly conveyed where change is needed. This chapter will express the subjects’ ideas for changes to the Navy’s FAO program.

B. THE NAVY HAS NOT BOUGHT INTO THE FAO PROGRAM

As mentioned in Chapter III, the Navy requires fewer accessions when compared to the other services in annual FAO quotas (see Table 1). The following interview and

research analysis will explain why it is in the Navy culture to overlook the warfare areas that are not directly technical.

1. The Language, Regional Expertise and Cultural Awareness Approach

In January 2008, two years after the FAO program's inception, the CNO came out with a new LREC Strategy, which goes into much detail about the importance of awareness of changing cultural areas and how it will transcend the naval combat structure:

The number and variety of cultures and foreign languages the Navy faces in this new environment far and away exceeds the level faced in the Cold War. Strategic, operational and tactical success will depend to some degree on practical skill in less commonly taught languages. It will also require an awareness of unfamiliar regional cultures, many of which were long suppressed by foreign domination, and some of which are resistant to the 21st Century global system. Navy LREC competencies will be indispensable to penetrating cultural barriers, and understanding unfamiliar, ambiguous, and seemingly irrational behaviors. (CNO, 2008, p. 4–5)

It was mentioned by nearly all of the FAO stakeholders interviewed, that this has not yet been a fully executed plan. Interviewee C is currently a Navy FAO Commander (CDR) with much experience in personnel and explains his thoughts on the Navy's execution of the LREC Strategy:

I do not believe that they have bought into LREC. I just think that it comes down to that yes, if you ask leaders within the Navy if LREC is important, they will tell you yes, but then when it comes to action regarding LREC; i.e., funding it fully or prioritizing it over other needed training, you will find that LREC is not a priority. So it is one of those, the stereotype could be that it is—it is not a priority because we do put our money where our mouth is. You know, usually the context of LREC, it comes very much like this; “Sir, do you believe that learning a language, having a deep, regional understanding and cultural awareness of the areas in which you are going to operate in are important?” To a “T,” I would say that it would be unanimous; “Yes.” Okay, “so if you were to give up X amount of your funding for flight hours or for Aegis training, would you?” The answer is obviously “No.” (Interviewee M)

2. The Problem with Leadership Diversity

One of the benefits of naval leadership, especially in the URL communities, is the opportunity for varied fleet occupations. This puts the typical URL officer in charge of naval programs/projects that would normally be atypical to him or her. An open-minded officer might be successful at this task by listening to the experts beneath them, and make logical decisions. However, this is not always the case.

My best example was Admiral XXX. He planned policy and strategy for the Navy at a critical time. This is 1990—Cold War is clearly ending and we are about to come up with force structures and a strategy that is going to take us from the Cold War into the post-Cold War world. He was an attack pilot and you go into his office and he had a toggle stick from an A-4 on his desk that was really kind of cool, but he was very proud in saying that he is an operator. By that—in the Navy context as an operator. His first POL-MIL job was as a three star admiral. Well bully for him, but what the Navy needed at that point—one of the reasons you are looking at a Navy with 285 ships right now is because of a practice that puts folks like him in charge of your force structure articulation. Somebody who had never been in Washington, didn't know how this worked, had no POL-MIL background was in charge of the whole shooting match. Again, so this isn't just a FAO problem, it is a Navy problem. (Interviewee U)

C. THE INITIAL ACCESSION AND TRAINING MODEL DOES NOT WORK

The current FAO model of accessions and training creates problems within a FAO career timeline, especially with promotions. The time of accession (between 8 and 12 years of commissioned service) for the officer often puts him or her in jeopardy for career promotion. This is mainly due to the length of the training model.

1. The Effects of Timing on Accession and Promotion

As mentioned in the literature review, a potential FAO officer is selected and is then put into the training pipeline. As the officer is in training and doesn't have a metric for work-related performance other than training completion, there is a large gap in the time they are observed performing tasks in their occupations. This causes the FAO to receive multiple, nonobserved (NOB), fitness reports (FITREPs). As the comments in FITREPs are essential for promotion selection, long periods of nonobserved comments make it difficult for a promotion board to choose that officer. Interviewee N is a Navy

FAO Captain (CAPT) that as of 2012 works in the FAO education and training pipeline and commented on the effect of training duration on promotion.

You know one thing it didn't factor in was the effect of a long training [career] path on careers. Specifically, if you send somebody in [when that] initially assessed, you bring them into NPS, get them the 18 month with thesis option master's—that is a year and a half [NOB] time, you are assigned to a region where it requires a Cat 4 language—Arabic, Chinese, Korean, Japanese, whatever—oh, even a one year Cat 3 language like [Cantonese] and so on, you are now out of the loop potentially for three years. So three years of [NOB] time, you are dead on arrival on promotion, for promotion purposes in many ways. (Interviewee N)

With the current model, the Navy often seems to make trade-offs between the best FAO candidate based on merit and a sufficiently suitable candidate that will fit within the FAO training pipeline. If the officer is selected for the program, they may end up being NOB for quite some time, as mentioned. In this case, the officer does not bring much to the promotion table, and failure to promote to LCDR results in being separated from the Navy. The previous interviewee explains how poor timing can potentially be career ending as well as influence selection:

Being promotable carries weight and we know you can make it because the worst thing for us to do is pick up a lieutenant and then he or she falls out because they didn't have that deep operational experience and then in the middle of a long training track and then they go home. We have lost I think at least five since. (Interviewee N).

2. The Equal Opportunity Struggle

Another promotion problem facing FAOs is the promotion board composition. For example, if the FAO promotion board is comprised of seven members, only two of the voting members will be FAOs. This is due to the URL officers, who are mostly Surface Warfare Officers (SWOs) and aviators, being the majority stake owners in the promotion board. This happens because the source community, where the FAO came from, was a URL community. Furthermore, data gained from these interviews declared that if the two FAOs agree that a particular person is the one to promote based on his/her accomplishments as a FAO, and the URL officers disagree because of the candidate's past tours as an URL officer, then that person will not get promoted. Figure 3 shows the parity in board selection rates for FY 11. Regrettably, there were zero selections to

Captain (O-6) versus 64% in-zone service selection. It should be noted that the FAO community may lack the number of O-6 billets that are needed for promotion to Captain.

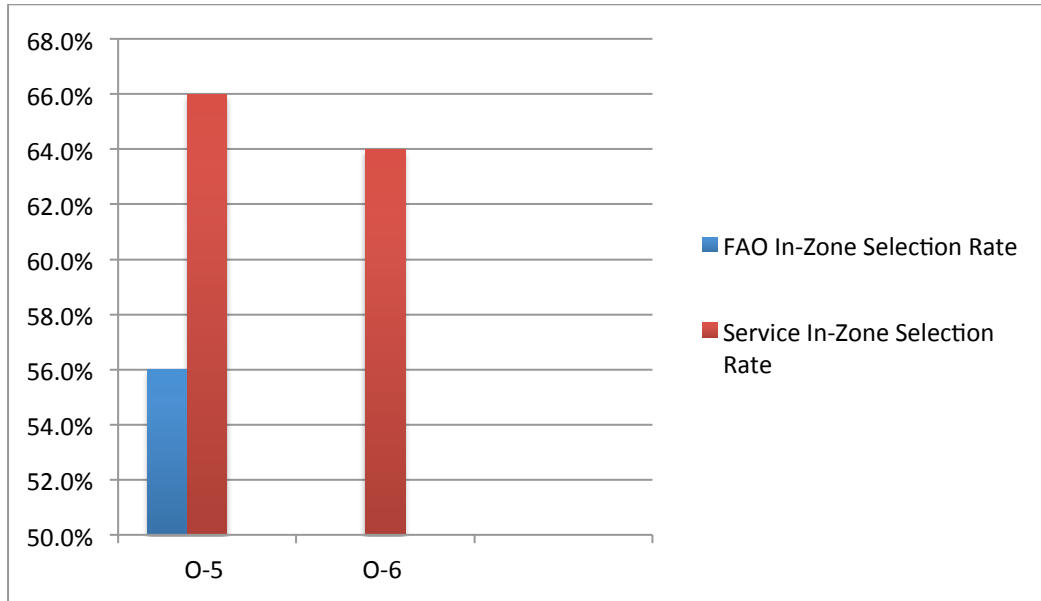


Figure 3. FAO Selection vs. Service Board Selection Rate for FY 11
(From OASD, 2012).

Interviewee D is a retired Navy Captain that initiated the FAO and POL-MIL subspecialty. He eventually helped create the RL community. He explains the frustration with the way promotion boards work:

But you know somebody at the top is going to have to put their hand on the tiller and tell these boards that three tours at sea doesn't count more than a guy who did two tours at sea plus a FAO tour. I mean that its just- you know, the rule is ducks promote ducks. (Interviewee D)

3. The Whole Person Look at Accession

Since it has been established that the initial FAO career timeline is and/or will be unsuccessful in promotion, every interviewee agreed that selection and training must be tailored to the individual. This creates some bias compared to the original model because a top-notch performer may fail to select due to the lack of "bringing something to the table." The applicant that already possesses a language and/or relevant master's degree allows him/her to bypass a training block that the career model originally allocated and

therefore has the advantage that is not based on performance. Interviewee C is a FAO CDR with detailing and lateral transfer board experience.

And we try to do our accessions very carefully. We look strongly at the lieutenants to see if they have done enough. If their FITREPS are strong enough, or maybe that lieutenant already has a master's degree because some people go to the academy and they go right into a master's program. (Interviewee C)

D. FLEET EXPERIENCE IS NECESSARY

Only two of the interviewees argued that as a RL community, it is unnecessary for a FAO to have a URL background. RL communities, such as public affairs, intelligence, and cryptology, do not require operational experience and can easily be compared to the FAO occupation. Therefore, justification for the FAO operational requirement should be examined.

1. Establish Credibility

The background of the FAO is predominately surface, subsurface, or aviation unrestricted line officers. This demonstrates that the officer has operational experience as well as a wide range of naval knowledge. This is the advantage that a FAO will have compared to the RL communities that allow direct accession without previous unrestricted line officer experience. A Navy FAO Captain explains why this operational experience is important:

It is critical because that really is what is going to establish your credibility. The only thing we have in terms of credibility in terms of a FAO when we go downrange is the warfare device we wear on our chest. When I was operational people kept asking, "Why don't you guys get your own pin?" I said, "Why? We are wearing our own pin right now. We are wearing our surface warfare pin, we are wearing our aviation pin." When we go downrange, they don't know what a FAO pin is but they know what a SWO pin is. (Interviewee N)

The previously mentioned retired Navy Captain agrees with Interviewee N when he says:

They want some guy who has been somewhat successful as an operator in some operational community of the Navy and at least knows what is going on. So if you have these folks who were sort of like were commissioned from birth as FAOs, I don't think that would be as powerful as having

somebody who had an operational career and then transited in.
(Interviewee D)

2. A Different Perspective to Operational Experience

Although the majority agrees that a URL officer experience establishes professional credibility, some view that time spent as a lack of experience within the FAO community. They critique the eight to twelve years prior to becoming an FAO as eight to twelve years of forgone FAO community experience. Interviewee U comments on his experiences with Navy FAOs he says need more experience:

I mean it kills me to say this, but the Army FAO program I found is actually the best. It hurts, it actually hurts for those words to come out. It just kills me to say this, but you know the Army FAOs seem to have been the best and I think it gets back to the accession question. I think the Army catches them younger... you have got to catch them younger. That is how we fix this skill/rank mismatch. We have got to give them the experience. They have got to get stick time. They have got to get stick time in junior ranks so we need to take a look at that. (Interviewee U)

A newly trained Navy FAO agrees with Interviewee U as he explained how he as an aviator, was most familiar with aviation platforms, and how his warfare device did not privy him to the experience and knowledge of subsurface and surface operations. He compared the lack of experience in those areas as justification to select junior officers to get actual FAO operational experience in instead of the 8 to 12 YCS required to apply.

E. THERE IS A GREATER NEED FOR FAO BILLETS THAN PERCEIVED

With the current inventory of approximately 288 FAO coded billets in Navy and Joint commands, it is the consensus of senior FAOs interviewed that this number is far less than the billets actually needed in the community. The program, being relatively new, has shown steady growth; however, planned accession shows decline. The return on investment for the FAO is seemingly high. They incur initial training costs, sometimes none at all, and offer valuable regional expertise as a single entity. At times, they are the sole point of maritime contact within a certain region.

1. Billet Requirements

The number of current FAO billets authorized does not equal billets that require LREC capabilities. From the data gathered, the FAO community is operating in three main fields: on the CNO Staff working plans, policy, and strategy (known as N5); as Naval/Defense Attaches who work primarily in embassies outside of the United States; and as SAOs that sell U.S. defense systems, defense schools, and assist with training exercises to build partnership capacities. A senior FAO explained that there are over 400 billets that need to be explicitly FAO; however, there are over 1,000 billets that are FAO applicable.

The quantity of URL officers is much greater than the FAO end-strength. It would not be practical to have a FAO on every N5 staff. Four of the nine senior officers interviewed, made similar comments that the number of FAOs present on these staffs needs to be a “significant portion.”

I also think that significant percentages of all Navy joint and Navy staff in the J5/N5 that deal with international policy, security assistance, country desk officers, regional engagement officers, need to be FAOs . . . significant portions of J5/N5 billets on staffs need to be looked at for FAO because who is going to better advise the NAVAf commander on Gabon? An officer who has a graduate degree from NPS focused on Africa studies who speaks French and who has done an in country assignment to Ghana? Not Gabon, but Ghana. Or, a SWO that doesn't speak French that was yanked off USS UNDERWAY and was willing to take a little bit of a risk to go off the beaten path? (Interviewee M)

Another perspective of FAO utilization is their involvement in the interagency coordination and planning process. The FAO training and expertise make them an ideal candidate in dealing with policy and government in the international community. The interviewee goes on to explain:

I think FAOs should be utilized in various fellowships and the interagency—especially when it is dealing with our international policy and various think tanks to help broaden the reach of the Navy in the future collaborative, multifaceted approach to solving problems. Because you know, everywhere we go, civilians go with us. You know, it is not just a—Afghanistan is not just a DoD issue. There is DEA in there, there is CIA in there, there is—Commerce is in there, I mean all these agencies. Well, FAO should be a significant tool, a resource for the Navy to use. (Interviewee M)

2. Geographic FAO Location

To illustrate this point, we will look at the current 2013 situation as the Navy pivots attention towards the Pacific. It becomes even more relevant to be engaged in these countries due to the increased U.S. Navy activity in that area. Historically, the Pacific Command (PACOM) Commander has been an Admiral. This means the area has been maritime centric and even more so as the United States continues to reallocate assets.

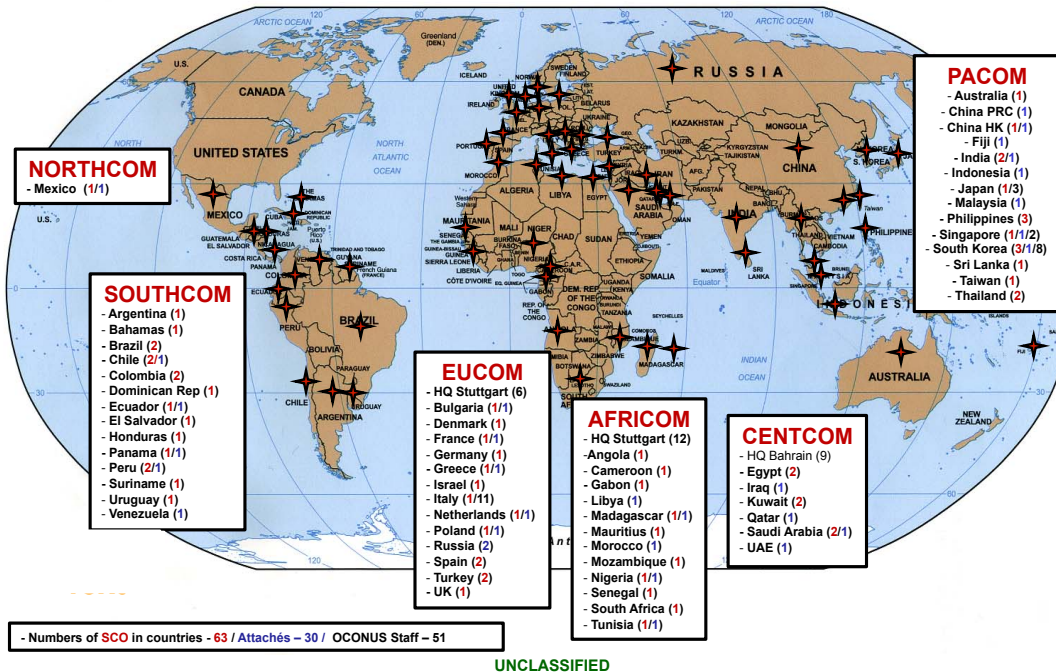
Do we have any Vietnam FAOs in Vietnam? No. Do we even have a naval attaché there? No. It is Army. Why? So a lot of this stuff is misaligned especially if you take a look at the Pacific pivot. It is a great example just because it is there. A lot of maritime engagement in countries we just don't have the presence because the billets are not there. The ships are going in to do the engagement, but we don't have somebody to do the sustainable contacts building relationships and so on. No matter what people say, you know sending ships to a country over and over does not build relationships with the crews and people changing every single deployment cycle. (Interviewee N)

With global governments changing continuously, there are approximately 192 countries in existence in 2013. Based on current FAO and attaché placement, however, the Navy does not have FAO representation with more than 100 of these countries (see Figure 4).



Priorities for 21st Century Defense FAO Global Presence

As of August 2012



UNCLASSIFIED

5

Figure 4. Global Allocation of Navy FAOs (From NPC FAO Brief, 2012).

Many officers view the FAO not only as an in-country regional specialist, but also as an asset that should be utilized afloat. FAOs have typically played the role of advisor or liaison; however, they could also be utilized throughout the conventional naval fleet. A Navy FAO Captain questioned why FAOs are not more utilized in the Fleet when he says:

So if you do a gap analysis and say, “Where are the FAOs?” and “Why aren’t they on ships?” Those are all factors that you want to take a look at. So yes, in terms of where we want to be, we need more billets on afloat units, not just supporting the top-level commanders. (Interviewee N)

F. LANGUAGE TRAINING COULD BE IMPROVED

If there was a specific part of FAO-only training that could be improved upon—or it’s not FAO only training, but a critical component of FAO training that could be improved upon, I believe it is language training at DLI. (Interviewee C)

DLI is an effective training institution utilized primarily for junior enlisted cryptologic language training. The type of language training needed by a FAO is different because he or she is not an interpreter or translator. A FAO must use their language ability to deepen their understanding of cultural and regional awareness in order to more effectively advise the Fleet and warfighting commanders.

In a standard language course of instruction—too much time was devoted to listening to strings of numbers because that is what cryptologists are doing. They are learning to listen to code break. A cryptologist does not need to be able to necessarily—they need to listen, they don't need to necessarily be able to speak, to converse, to negotiate, to win trust. . . . Really the skillset of a FAO is to be able to take the newspaper, the morning that you wake up when you are in country with the commander, read through everything to see if there is anything that might affect the commander's day to day operation. (Interviewee M)

The Navy is also missing a critical piece in the language training process. When compared to other services, the Navy participates the least with in-country training and immersion. The other services, such as the Army, will send the student FAO directly in-country after completion of DLI. This gives the FAO a chance to perfect their language capability with immersion and ultimately improve their DLPT score.

G. THE NAVY IS CONDUCTING BAD BUSINESS

1. A Corporate Analogy

A senior Navy FAO made an analogy between the Navy and a Fortune 500 company. This Fortune 500 company had over 200,000 employees, and the board of executives was made up of specialists such as operations, finance, compliance etc. This was when the officer asked, "Now who in their right mind would send an operational specialist in charge of human resources? -The Navy will." The officer went on to explain that they would need an "HR guy" in there because they are held accountable to the board and their shareholders. And the way the Navy has been handling manpower has created, as Interviewee M expressed it, "grotesquely over-manned" level at O-4 and O-5 (regarding SWO and Aviation).

The explanation for this was because of the winging commitment (Minimum Service Requirement [MSR]) for aviators and the SWO retention problem. The MSR for

aviators is due to the training investment the Navy has made in each aviator. The flight school training process is known as “winging,” takes over two years to complete and is very expensive. Because of this training investment, each aviator incurs a six-year commitment to the Navy after receiving their wings. At this point, the officer is close to the 10-year mark and halfway to retirement and, as a result, many officers “stay in,” keeping their unrestricted line designator, even after they may lose flight eligibility and get promoted to LCDR and CDR.

The SWO retention problem is due to the deficiency for the Navy to retain SWOs past their initial commitment. This initial commitment is four to five years after commissioning, and automatically promotes the officer to LT. Poor retention beyond the initial commitment can cause a shortage at the Department Head (LCDR) level. Figure 5 is from the Navy Personnel Command (NPC) and demonstrates how end-strength significantly decreases at the O-3 to O-4 level as SWOs transition out to the civilian sector.

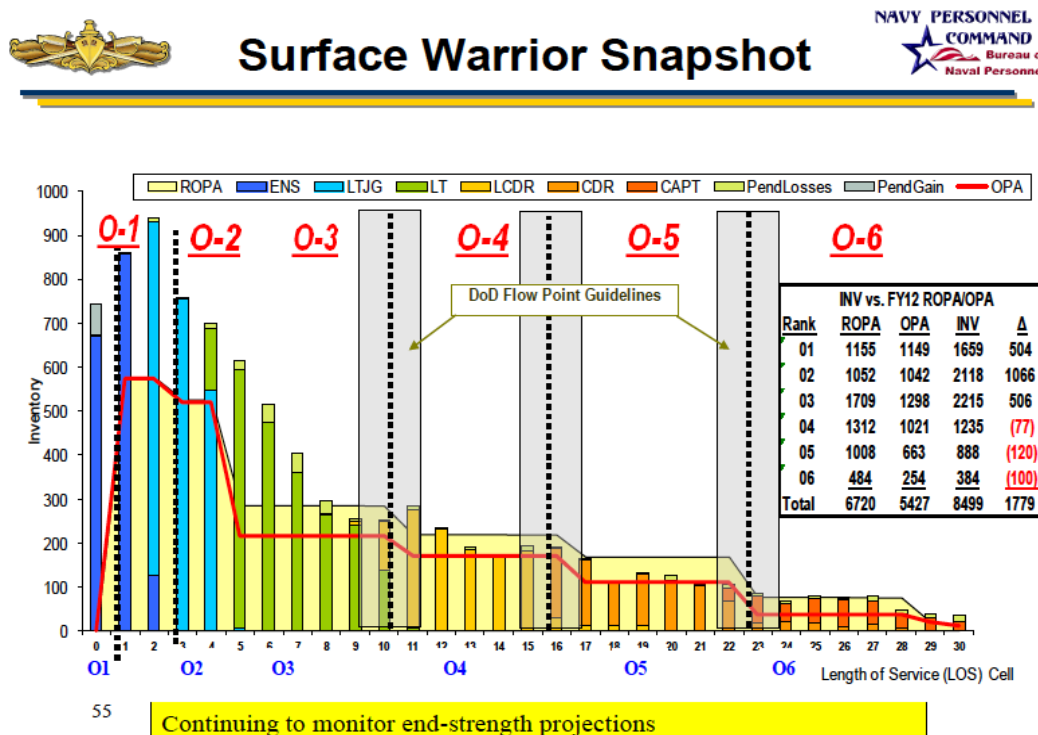


Figure 5. Officer Inventory Projections (NPC, 2012).

2. Officer Program Authorization (OPA) Explained

The OPA is the actual number of officers authorized to be in the inventory at the end of the FY. This is the target for the community manager. These are billets that are funded and the goal is to match the OPA to end strength totals (Houser, 1996). The end strength total is the inventory and, as shown in Figure 4, beginning with LCDRs the OPA exceeds the current inventory indicating SWO is not retaining sufficient officers to achieve OPA.

Interviewee B is a retired Navy CDR and a current Navy manpower specialist. He explained that the Navy promotes to forecasted “vacancies.” The RL and URL communities each get a specific number of promotions per rank each FY, and based on precepts the selection boards decide who to promote. Interviewee B went on to explain why a SWO appears to be promoted to LCDR more than other designators, “as most 1110 (SWO) LCDRs are either leaving, in their Department head tours or in an XO tour and when retention is low vacancies open up which increase promotion all things equal.”

Interviewee M says that the Navy in turn has an excess amount of 1000- and 1050-coded billets. The *Manual of Navy Officer Manpower and Personnel Classification* describes a 1000 billet code as a “Billet which may be filled by any appropriately skilled and experienced Unrestricted Line Officer or Special Duty Officer.” Moreover, a 1050 billet code is an “Unrestricted Line Officer billet requiring an officer qualified in any of the warfare specialties (LT and above)” (NAVPERS, 2013, p. A-5). The Chief of Naval Personnel (CNP) assigns each community manager 1000/1050-coded billets to fill and these additional billets are part of the OPA and affect URL end-strength. Interviewee M expressed that many of these 1000/1050-coded billets are actually very FAO-specific, and that this process diminishes the demand signal for actual FAO (1710) billet needs.

Although the exact number of 1000/1050 billets that are FAO specific has not been determined, Figure 6 is an FY 13 OPA billet comparison by rank. This is a comparison in the number of authorized billets coded 1000, 1050, and 1710 (FAO).

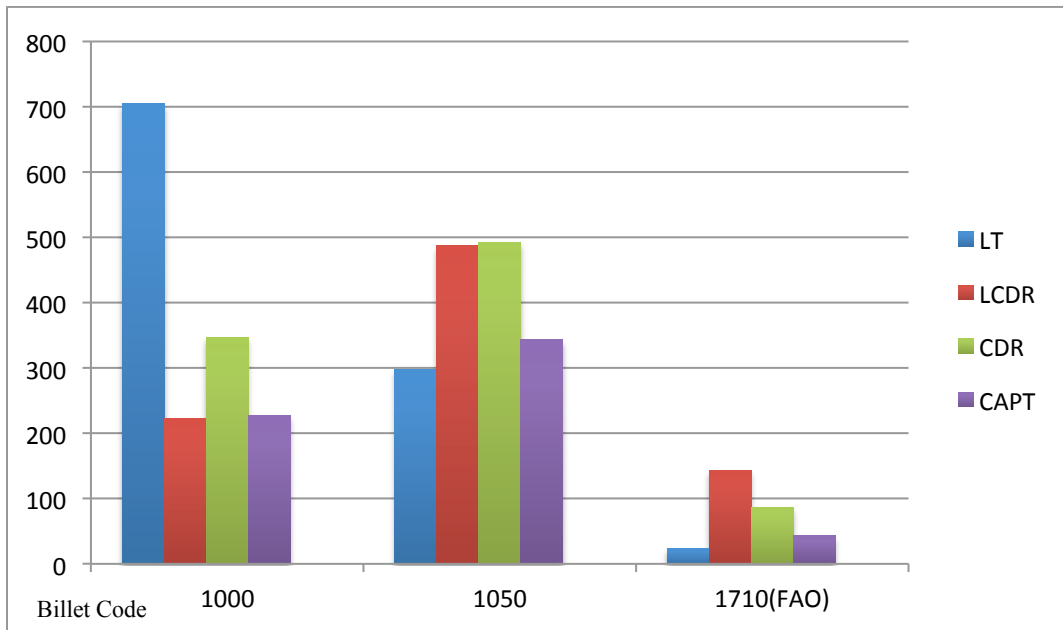


Figure 6. A Comparison of OPA by Billet Code (NPC, 2013).

V. RECOMMENDATIONS, CONCLUSIONS, AND AREAS FOR FURTHER RESEARCH

A. INTRODUCTION

This thesis was designed to research the FAO community in all the armed services and examine both strengths and weaknesses in order to influence the Navy FAO program. The research was followed by interviews with senior FAOs and stakeholders within the community. The data gathered from senior FAO interviews gives evidence to where attention should be given within the community. This chapter will express recommendations and insights on areas of further research.

B. RECOMMENDATIONS FROM RESEARCH AND INTERVIEWS

The primary purpose of the senior leader interviews was to determine what conclusions and recommendations could be derived to make improvements in the Navy's FAO program. The areas discussed in these interviews are broken down into four basic categories: accessions, training, utilization, and promotion. Each recommendation will fall under one of these categories. Training and promotion were the two topics that triggered the most insight; however, all four of these categories are tightly interconnected.

1. Adapt New Language Training

Current language training for the Navy FAO was described as inefficient. The significant structure missing was in-country language immersion. Lessons should be taken from the sister services' methods of immersion and/or perhaps a joint DoD program where all services can take part as a supplement to DLI. Career timing was often the reason why immersion did not take place. As mentioned in Chapter IV, the Navy FAO cannot incur any more time in the training pipeline than possibly allowed, without negatively affecting promotion opportunity. Interviewee F is a Navy FAO CDR that recently completed training at DLI. He agrees with the immersion approach to language training when he says:

Immersion is the answer. We cannot truly be engaged linguistically, if we are in a classroom with headphones on listening to someone speak. It has to happen organically, in the natural environment. (Interviewee F)

Another reason for changing the language-training model is that FAOs are not learning vernacular, but rather the grammatically perfect version of that language. For instance, one interviewee compared the Arabic language students learn to a “Shakespearian version of Arabic” that is not spoken in Saudi Arabia, which was the region of his next assignment. This information was gathered from FAOs with DLI experience.

2. Revisit the Dual Career Path Option

If promotion is not taken into consideration, the dual career path is a viable option for SWO/FAO rotation. As the SWO rotates from sea to shore, they are keenly up to date operationally. As mentioned in the Chapter IV, many URL officers are occupying a fraction of the 1000/1050-coded billets that should be recoded to FAO (1710). With the dual career path option, a subspecialty code would allow the SWO to fill that billet in a “best fit” manner. This means that the SWO would have to possess skills identified to meet the need of that specific FAO-type billet.

These subspecialty codes could be very easily administered and detailed to depict the exact area of expertise, similar to the Marine Corps (e.g., 9945: Sub-Sahara Africa). Community managers and detailers would more easily be able match the skill-to-need, rather than “gap” the billet, or fill with a volunteer. One may argue that these types of assignments will take the SWO out of contention for performance measures because the Navy has a “what have you done for me lately” mentality. This is not the case because these billets are often joint and staff jobs that keep the officer engaged and enhance their career, and are already recognized as valuable.

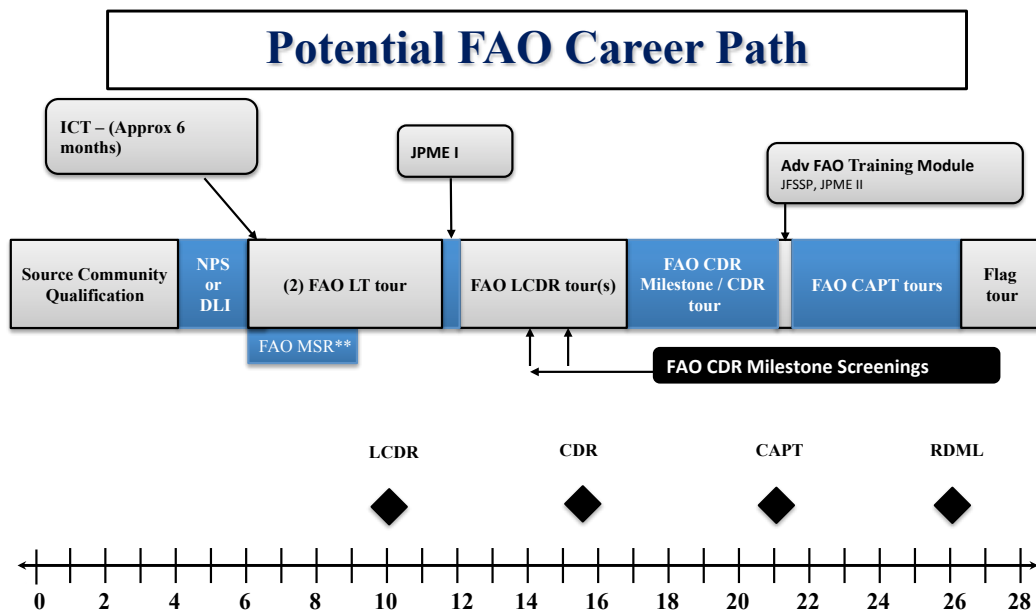
3. A New Potential Model

A majority of interviewees see the minimum years of commissioned service to be completely necessary for FAO credibility. Conversely, two of the subjects interviewed see it as a forgone opportunity for the officer to gain experience as a FAO in the junior

ranks. Taking the two differing views of the operational experience requirement into consideration, a compromised model should be considered.

Many RL communities require at least one operational tour in order to get a warfare qualification known as “pinning.” After this milestone is achieved, they are allowed to transition into their specialty career fields (e.g., Meteorology and Engineering Duty [EDO]). The pinning process takes no longer than four years to attain and a minority of the interviewees argue that if you have the knowledge and experience to become warfare qualified, you have enough time to become a FAO.

Similar to the way an EDO (RL) must have a background in engineering, this model would create a compromise between the minimum YCS requirement and a language or master’s degree. All interviewees concur that NOB time during training hinders FAO career progression. This would alleviate the career-timing crunch as well as solve the promotion problem (see Figure 7). It also gives the junior officer the experience needed by way of two back-to-back LT FAO tours, or one single, longer tour.



** FAO MSR – 1 FAO tour following completion of Initial FAO Training

Figure 7. A Potential FAO Career Path Model.

4. Invest in FAOs in a Time of Limited Resources

Investing in FAO expertise can influence decision makers, helping the Navy work smarter in a time of limited defense budget resources. Leadership should understand the LREC value that the FAO community gives to the Navy's top decision makers. By better understanding foreign partnerships and potential threats, the Navy can make better decisions with asset allocation, deploying to the right parts of the world, and have a better global maritime understanding that will lead to an optimal operating Navy.

5. Post-Assignment Graduate Education

More than half of the FAO interviewees express that getting a graduate degree after experiencing an overseas assignment within that region gives better value to the program. The experts said that the primary objective in the initial FAO's career is for the FAO to learn the language and complete an assignment within that region. If they then attend NPS in the National Security Affairs program, the FAO, at this point, will have the knowledge and anecdotal experience that will benefit them as well as others in the classroom. In addition, the FAO has a better ability to complete a more in-depth thesis than someone who has not been to that region, and does not have a true understanding of it.

C. CONCLUSION

The primary research question was to find what conclusions and recommendations on improving the FAO community could be drawn from senior FAO officers and stakeholders. The examination of the USA, USAF, and USMC FAO programs provided valuable insight on ways that the Navy could potentially strengthen its own program.

The purpose of the interview process was to gather lessons learned within the past seven years of FAO existence. Many stakeholders had parallel conclusions that are stated in Chapter IV. Since the 2005 DoD directive to standup a FAO corps in all the services, the Navy has made significant changes in the career field. Although building to a community of nearly 300 officers, the Navy still falls short of the CNO directive, which requested a community of 400 officers.

It is the consensus of the FAOs interviewed that the Navy has not fully executed the LREC Strategy and that the FAO community has been brushed off by the mainstream URL, and they advocate the continuing importance of educating and exposing URL to value and benefit of the FAO community. It is also evident that changes should be made in language training and graduate education so that the FAO will not incur adverse effects during the promotion cycle.

D. AREAS FOR FURTHER RESEARCH

While conducting this thesis it was evident that there were a lot of questions for which there were no easy answers. Some of these problems have hindered the Navy in general for many years. The following is a list of areas recommended for further research.

- Adopting a new language immersion program that coordinates the FAO's regional specialty and first tour assignment. Simultaneously evaluate if the DLI is the best training course of action for that individual.
- Analyze all 1000- and 1050-coded billets to determine additional FAO billet recoding.
- Evaluate the problems and solutions associated with the dual-track FAO program. Create a model making it feasible to progress simultaneously as a RL and URL.
- Analyze quantitatively and qualitatively the return on investment that the FAO brings to the Fleet.
- Conduct a qualitative benefit analysis of the URL officers who are occupying 1000/1050-coded billets.
- Examine the communication gap that may exist between port visits and Navy FAO presence, and evaluate the benefit the Navy received from having FAO presence within ports of call.
- Identify where FAOs can be utilized on afloat units and develop billets accordingly.

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APPENDIX A. DODD 1315.17 APRIL 2005



Department of Defense DIRECTIVE

NUMBER 1315.17
April 28, 2005

USD(P&R)

SUBJECT: Military Department Foreign Area Officer (FAO) Programs

References: (a) Section 163 of title 10, United States Code
(b) DoD Directive 1315.17, "Service Foreign Area Officer (FAO) Programs,"
February 22, 1997 (hereby canceled)

1. REISSUANCE AND PURPOSE

Under reference (a), this Directive:

- 1.1. Reissues reference (b) to update policies and responsibilities governing Foreign Area Officer (FAO) programs in the Military Departments.
- 1.2. Changes proponentcy from the Under Secretary of Defense for Policy (USD(P)), to the Under Secretary of Defense for Personnel and Readiness (USD(P&R)).

2. APPLICABILITY

This Directive applies to the Office of the Secretary of Defense, the Military Departments, the Chairman of the Joint Chiefs of Staff, the Combatant Commands, the Office of the Inspector General of the Department of Defense, the Defense Agencies, the DoD Field Activities, and all other organizational entities in the Department of Defense (hereafter referred to collectively as the "DoD Components").

3. POLICY

It is DoD policy that:

3.1. To achieve national security objectives and success in current and future operations, including the War on Terrorism, the U.S. Armed Forces shall be prepared to conduct military operations in a variety of conditions around the world. The Combatant Commands shall have the requisite war fighting capabilities to achieve success on the non-linear battlefields of the future. These critical war fighting capabilities include foreign language proficiency and detailed knowledge of the regions of the world gained through in-depth study and personal experience. Additionally, these capabilities facilitate close and continuous military-diplomatic interaction with foreign governments and, in particular, with their defense and military establishments, which is essential to developing and maintaining constructive mutually supportive, bilateral and multilateral military activities and relationships across the range of operations.

3.2. The staffs of the Combatant Commands, the Defense Agencies, and the DoD military-diplomatic offices at the U.S. Embassies and diplomatic posts shall include the FAOs to provide expertise in planning and executing operations, to provide liaison with foreign militaries operating in coalitions with U.S. forces, to conduct political-military activities, and to execute military-diplomatic missions.

3.3. To provide this capability for the Department of Defense, the Military Departments shall deliberately develop a corps of FAOs, who shall be commissioned officers with a broad range of military skills and experiences; have knowledge of political-military affairs; have familiarity with the political, cultural, sociological, economic, and geographic factors of the countries and regions in which they are stationed; and have professional proficiency in one or more of the dominant languages in their regions of expertise.

3.4. Officers with potential for service on political-military staffs and for effective military diplomacy shall be competitively selected within the Military Departments and be able to represent the U.S. Department of Defense to foreign governments and military establishments. They shall be educated, trained, and have their careers managed to ensure they are retained for such assignments. Procedures to ensure competitive career advancement for such officers shall be incorporated in personnel management programs, to include opportunities for service at General/Flag Officer ranks.

4. RESPONSIBILITIES

4.1. The Under Secretary of Defense for Personnel and Readiness shall:

4.1.1. Establish, in coordination with the Chairman of the Joint Chiefs of Staff, accession, education, and utilization policy for FAOs.

4.1.2. Review, in coordination with the USD(P), the Under Secretary of Defense for Intelligence and the Chairman of the Joint Chiefs of Staff, the DoD Components' plans for addressing resource needs in accordance with the direction provided by the capabilities-based review conducted by the USD(P), as referenced in subparagraph 4.2.1. Communication to the Commanders of the Combatant Commands shall be forwarded through the Chairman of the Joint Chiefs of Staff.

4.1.3. Review annually the DoD Components' FAO programs.

4.1.4. Establish standard metrics and monitor FAO accession, retention, and promotion rates.

4.1.5. Establish criteria for monitoring and managing FAO personnel in the Reserve components and retired FAOs.

4.2. The Under Secretary of Defense for Policy shall:

4.2.1. Initiate a capabilities-based review to identify emerging regions and languages requiring FAO support, based on national security strategy documents including the National Security Strategy, the National Defense Strategy, and the Security Cooperation Guidance. Provide direction resulting from this review through the USD(P&R) and the Chairman of the Joint Chiefs of Staff, in-turn, to the Heads of the DoD Components.

4.2.2. Conduct an annual policy and strategy review to update the capabilities-based review for the DoD Components' FAO programs.

4.3. The Under Secretary of Defense for Policy and the Under Secretary of Defense for Intelligence shall oversee FAO capabilities needs and utilization in the DoD Agencies that they respectively supervise. For combat support activities, such oversight shall be conducted in coordination with the Chairman of the Joint Chiefs of Staff.

4.4.3. Provide DoD Component-specific training for assigned FAOs.

4.4.4. Report annually to the USD(P&R) on the need, current staffing, and any significant issues involving FAO staffing or utilization in their organizations.

4.5. The Secretaries of the Military Departments shall develop commissioned FAO management programs to meet the needs of their Department and the other DoD Components and shall:

4.5.1. Develop, resource, and sustain FAO programs designed to develop, retain, motivate, and promote a cadre of officers to meet present and future Defense needs, including service in combined headquarters or standing Joint Task Forces. Officers shall possess the following:

4.5.1.1. Qualification in a principal military specialty as a prerequisite for service as an FAO.

4.5.1.2. Graduate-level education focusing on, but not limited to, the political, cultural, sociological, economic, and geographic factors of specific foreign countries and regions, and duty experience involving significant interaction with host nationals and/or host nation entities in the foreign countries or regions in which they specialize. The Assistant Secretary for Manpower and Reserve Affairs for each Military Department is authorized to grant a constructive credit waiver of the graduate degree requirement if an officer has equivalent regional expertise gained through previous experience in the region. This authority shall be used on a case-by-case basis and shall not be delegated.

4.5.1.3. Foreign language skills at the professional level, (i.e., Interagency Language Roundtable Level Reading 3/Listening 3 and with a goal of Speaking 3), in the dominant language used by the populations of the countries or regions in which they specialize.

4.5.2. Design FAO programs to provide opportunity for promotion into the General/Flag Officer ranks.

4.5.3. Provide for language and regional expertise sustainment and refresher training programs to be provided throughout the lifecycle career of the FAO.

4.5.4. Report on FAO utilizing and managing to the USD(P&R) on an annual basis. This report shall include data responsive to the metrics established for accessing, promoting, and retaining FAOs.

4.5.5. Coordinate efforts with the other Military Departments, where practical, to take advantage of established training programs and initiatives to achieve mutual benefits and resource efficiency.

4.6. The Chairman of the Joint Chiefs of Staff shall:

4.6.1. Under Section 163(b)(1) of reference (a), oversee FAO program matters in the Combatant Commands, when the Chairman of the Joint Chiefs of Staff does not exert any command authority in the Combatant Commands.

4.6.2. Provide an annual report to the USD(P&R) and the USD(P) on the need, current staffing, and any significant issues involving FAO staffing or utilization in the Combatant Commands.

5. EFFECTIVE DATE

This Directive is effective immediately.


Paul Wolfowitz
Deputy Secretary of Defense

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APPENDIX B. OPNAVINST 1301.10B MAY 2006



DEPARTMENT OF THE NAVY
OFFICE OF THE CHIEF OF NAVAL OPERATIONS
2000 NAVY PENTAGON
WASHINGTON, D.C. 20350-2000

IN REPLY REFER TO
OPNAVINST 1301.10B
N3/N5
4 May 06

OPNAV INSTRUCTION 1301.10B

From: Chief of Naval Operations

Subj: NAVY FOREIGN AREA OFFICER (FAO) PROGRAM

Ref: (a) DODD 1315.17
(b) OPNAVISNT 1300.14C
(c) MILPERSMAN 1212-010
(d) OPNAVINST 1210.5
(e) OPNAVINST 7220.7E
(f) OPNAVINST 1520.23B

1. Purpose. Per reference (a), this instruction promulgates policies, procedures, and responsibilities for the management of the Navy Foreign Area Officer (FAO) Program. This instruction has been administratively revised and should be reviewed in its entirety.

2. Cancellation. OPNAVINST 1301.10A.

3. Background

a. To achieve national security objectives and success in current and future operations, including The Long War, the United States Navy must be prepared to conduct operations in a variety of geographic, economic, cultural and political circumstances, and across the entire range of military operations. Of particular importance to the naval service, whose forces are forward deployed to shape events unfolding overseas, is detailed regional knowledge of these operating environments, including the ability to communicate effectively with both friends and foes in the area.

b. The goal of the Foreign Area Officer (FAO) Program is to produce a cadre of officers with the skills required to manage and analyze politico-military activities overseas. FAOs will serve as regional specialists on fleet staffs, defense and naval attachés,

4 May 06

security assistance officers, mobile training team officers and foreign war college students or personnel exchange program office

c. FAOs will be appropriately apportioned among four disciplines and eleven sub regions: EUCCOM/NAVEUR - North Africa, West Africa, Europe, Russia and Eurasia; CENTCOM/NAVCENT - Middle East and South Asia, East Africa; PACOM/PACFLT - Northeast Asia, Southeast Asia, India and South Asia, China; and SOUTHCOM/NAVSOUTH - Latin America and the Caribbean.

4. Policy

a. Eligibility:

(1) Line and staff officers with a minimum eight years of commissioned service.

(2) A Defense Language Aptitude Battery (DLAB) score of 95 or greater or tested at a minimum 2/2 (listening/reading) level on the Defense Language Proficiency Test (DLPT).

(3) Overseas assignability as defined in reference (b). Completion of a medical overseas suitability screening is required to be FAO Program eligible.

(4) Eligible for TS/SCI security clearance.

b. Selection Procedures:

(1) The FAO Program Selection Board will be convened semi-annually by CHNAVPERS (PERS-00), in conjunction with the regularly scheduled Lateral Transfer & Re-designation Board (outlined in references (c) and (d)), and sponsored by the Deputy Chief of Naval Operations (Plans, Policy and Operations) (N3/N5).

(2) Applicants will submit applications via their commanding officers to Commander, Navy Personnel Command (COMNAVPERSCOM) (PERS-4801G). Selection will be based upon the

officer's overall professional performance, foreign language proficiency or aptitude, politico-military and area studies education, regional experience, and potential. Officers having graduate education in foreign area studies or international affairs, foreign language proficiency or aptitude, or regional/in-country experience (e.g., Olmsted Scholars, Personnel Exchange Program (PEP) Officers, foreign service college graduates, Naval Postgraduate School (NPS) - National Security Affairs Area Studies graduates) with or without the attendant regional pol-mil subspecialty code (2101, 2102, 2103, or 2104) are highly encouraged to apply.

c. Career Progression and Assignment:

(1) Officers selected to the FAO Program will be re-designated as FAO Under Instruction (FAO UI). They will be assigned to fully funded graduate education to obtain a masters degree in a Navy specified course of regional study. FAO selects will then receive 6-15 months of language training within their region of specialization. FAOs will also be assigned a period of in-country language/cultural immersion training. Upon successful completion of education and training, to include proven language proficiency (DLPT score) per reference (a), FAO students will be re-designated FAO within the FAO restricted line community. At the discretion of the program sponsor (CNO N3/N5), any of the above mentioned requirements may be waived for experience and/or education previously attained.

(2) FAOs will serve exclusively in FAO-designated billets within the FAO community. Career paths and billets (grades O-3 through O-7) to which these officers will be assigned will be specified by the Deputy Chief of Naval Operations (Plans, Policy, and Operations) (N3/N5), in conjunction with the Director of Naval Intelligence (CNO) and FAO Officer Community Manager (OCM). COMNAVPERSCOM FAO distribution functions (placement/detailing) will monitor the professional development of the individual officer within the FAO community.

d. Foreign Language Proficiency Bonus (FLPB). FAOs will be eligible to receive continuous FLPB regardless of current

4 May 06

assignment, provided they maintain language proficiency meeting the eligibility criteria contained in reference (e).

e. Service Obligation. Officers selected to the FAO program will incur a service obligation based on education and training benefits. In the case of graduate education, FAO selects must agree to remain on active duty for a period equal to three times the number of months of education up to a maximum of three years. In the case of language training, FAO selects must agree to remain on active duty for one three-year tour usually served abroad. These service obligations will be discharged concurrently. These agreements do not obligate the Navy to retain the member on active duty. If an officer fails to complete the agreed period of active duty, such officer shall reimburse the United States for the cost of the education and training received prorated for the obligated time served.

5. Action

a. Chief of Naval Personnel will:

(1) Coordinate with CNO (N3/N5), Defense Intelligence Agency (DIA), and the Office of Naval Intelligence (ONI-1) in managing the FAO Program to ensure optimum FAO development and utilization.

(2) Assign a FAO Officer Community Manager (OCM), FAO placement officer, and detailee to coordinate FAO closed loop distribution functions and to closely monitor the professional development and assignment of FAOs. Provide, on a continuing basis, the personnel information needed for CNO (N3/N5) to monitor FAO assignments and for CNO (N2) to make attaché nominations.

(3) Receive FAO Program applications, conduct initial screening of applicants for completeness, and forward applications to the president of the selection board for action.

(4) In conjunction with CNO (N3/N5) identify FAO and FAO training billets and, with the concurrence of cognizant Joint and Navy commands, assign each a FAO designation.

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(5) Following Lateral Transfer/Re-designation Board action, assign appropriate FAO designation codes to officers selected for the FAO Program.

b. Deputy Chief of Naval Operations (Manpower, Personnel, Training and Education) (NL/NT):

(1) Maintain administrative responsibility for the FAO Program Selection process, as part of the Lateral Transfer and Re-designation Board. Maintain records of selection board actions and provide notification of selectees.

(2) Establish eligibility requirements and administer certification procedures for FAOs to qualify for FLPB. Maintain an accurate database of FAO foreign language skills.

(3) Provide funding resources to fully support FLPB.

(4) Provide resource sponsorship and claimancy for the FAO program to include graduate and language education funding resources in accordance with reference (f) to fully support FAO graduate Education and Foreign Language Skill Requirements.

c. Deputy Chief of Naval Operations (Plans, Policy, and Operations) (N3/N5):

(1) Serve as FAO Program Sponsor.

(2) Issue policy guidance and directives as required.

(3) Serve as FAO Program Lateral Transfer/Re-designation Selection Board Sponsor, including Board membership approval and briefings.

(4) Assign an OPNAV FAO Program Officer to serve as liaison with NL/NT and the FAO Community Manager in close coordination with COMNAVPERSCOM (PERS-442C) and the Office of Naval Intelligence (ONI-1).

(5) In conjunction with COMNAVPERSCOM (PERS-442C), designate career paths that provide for development and sustainment of FAO qualifications in accordance with DOD Directives.

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(6) Establish and review criteria for the assignment of FAO designation codes.

(7) In coordination with COMNAVPERSCOM, select FAOs for nomination to the Director of Naval Intelligence CNO (N2) for further nomination to the Defense Intelligence Agency as attachés.

(8) Develop, issue, and maintain FAO educational skill requirements (ESR). Revise as necessary and reissue biennially in conjunction with national security affairs (NSA).

(9) In conjunction with the President, Naval Postgraduate School (NPS) review and approve NSA curricula equivalents at accredited civilian universities and colleges.

(10) Coordinate with the OPNAV staff (N6/N7) and President, NPS, to plan, program, and fund postgraduate level studies (Master's and Doctorate) at civilian universities.

d. FAO Officer Community Manager (OCM):

(1) Responsible for overall FAO career planning and management.

(2) Develop, monitor and manage FAO career force maintenance and professional development programs and policies.

(3) Develop, monitor, and manage career path progression, inventory levels, billet requirements, promotion and screening opportunity, accession, lateral transfer, and strength planning, subspecialty and joint requirements, retention, and incentives for the FAO community.

(4) Monitor and engage for development with special interest trends and related emerging personnel requirements.

(5) Manage and refine FAO community policy and training covering the entire management life cycle from billet requirement to personnel entry through separation.

(6) Coordinate FAO manpower requirements.

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(7) Liaison with FAO community personnel and commands and/or organizations having FAO-coded billets.

(8) Develop a FAO Marketing Plan to properly publicize the Naval FAO community.

(9) Serve as lead point of contact within OPNAV for all matters relating to FAO.

(10) Coordinate with CNO (N3/N5) on FAO matters.

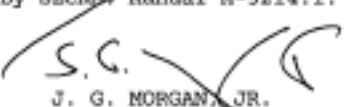
(11) Conduct analysis of requirements versus inventory for all FAO officers as a basis for educational programs and selection board requirements

e. Director of Naval Intelligence CNO (N2). In conjunction with CNO (N3/N5) and FAO OCM, nominate FAO officers for duty as attachés.

f. President, Naval Postgraduate School (NPS). Review NPS Area Studies curricula in conjunction with biennial curriculum reviews to ensure compliance with Educational Skill Requirements in support of the FAO Program.

g. Chief, Bureau of Medicine and Surgery (BUMED). Ensure availability of resources to complete overseas suitability screenings on FAO applicants and the families of FAO selects.

5. The reporting requirement contained in paragraph 5a(2) is exempt from reports control by SECNAV Manual M-5214.1.


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Deputy Chief of Naval Operations
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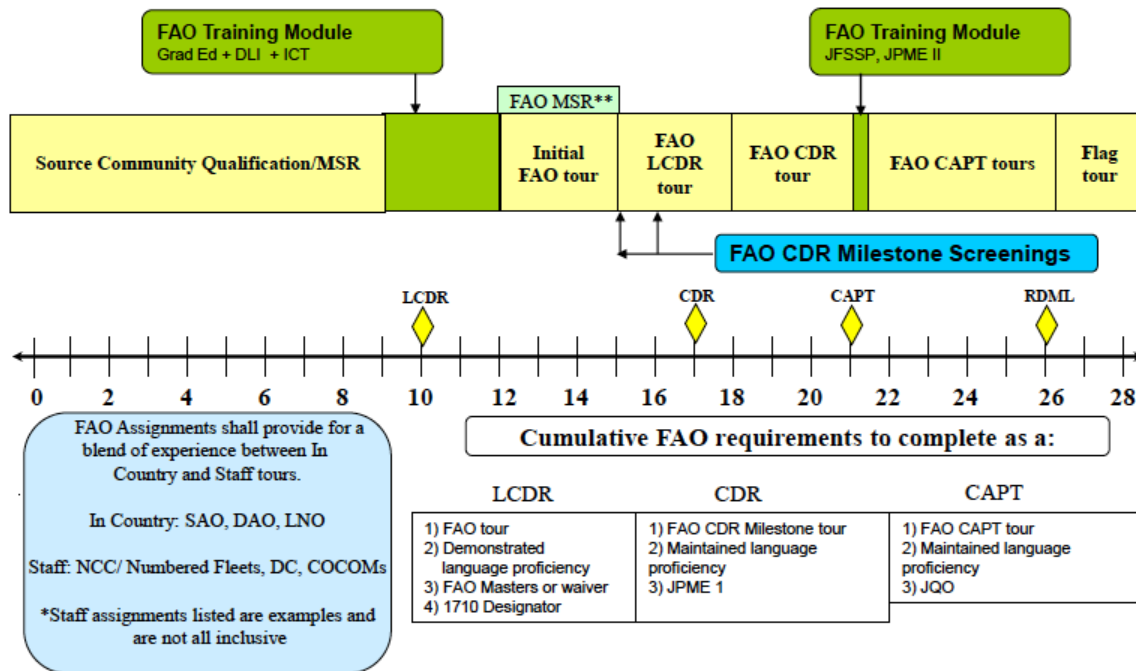
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APPENDIX C. INTERIM CAREER PATH FROM THE 2012 FAO COMMUNITY BRIEF



INTERIM CAREER PATH

PYG 13 - PYG 18 (~YG 97 – YG 00)



** FAO MSR – 1 FAO tour following completion of Initial FAO Training

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APPENDIX D. REPRESENTATIVE INTERVIEW QUESTIONS

1. Where would you recommend changes or improvements be made with training FAOs?
2. Do you think there should be any changes to how and/or where they are utilized? Staffs? Afloat? COCOMs etc.
3. Gains to the community are from the lateral transfer process. Do you think this is the best approach, or should alternatives be examined? If so, do you suppose 8 to 12 is a fair timeline for selection?
4. What are the main factors that contribute to promotion or lack thereof?
5. Describe the environment you faced upon assuming your position, what challenges did you have?
6. What is the biggest/worst manpower issue in the FAO community?
7. Where do you see the greatest cost inefficiencies? And the best ROI?
8. If you were the flag sponsor for a day, what immediate changes would you make?
9. Please describe your experience and the way you were selected as an FAO.
10. What areas do you recommend I focus on?

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